Table 1 -- Matrix of State Strategies in Investment Levels

	Level 1 Investment Areas (Brownfields and TDR Receiving Zones)	**Level 2 Investment Areas**	**Level 3 Investment Areas**	**Level 4 Investment Areas**
State Planning Office	Preliminary Land Use Service (PLUS) Review, Livable Delaware grants, community design assistance	Preliminary Land Use Service (PLUS) Review, Livable Delaware grants	Preliminary Land Use Service (PLUS) Review	Preliminary Land Use Service (PLUS) Review
DelDOT	Transportation and transit enhancements, bike lanes, Safe Routes to School, planning and design grants, highest priority for intersection improvements, expedited CTP	CTP Priority, Corridor Preservation	Long-range Transportation Plan, Corridor Preservation	Corridor Preservation

LEGEND

LIHTC - Low Income Housing Tax Credit
HDF - Housing Development Fund
HOME - HOME Investment Partnership Program
LNYW - Live Near Your Work
CDBG – Community Development Block Grant Program
ARP - Acquisition Rehabilitation Program
CLT/DoR – Community Land Trust/Deed of Restriction

Rural Communities – DSHA will carry out programs, via the CDBG program, to promote revitalization, reinvestment, vitality and enhancement of these small rural communities. This includes assistance with stricter code enforcement, weatherization and rehabilitation of housing. Investment in infrastructure to address public safety and welfare concerns is also appropriate.

	Level 1 Investment Areas (Brownfields and TDR Receiving Zones)	**Level 2 Investment Areas**	**Level 3 Investment Areas**	**Level 4 Investment Areas**
DEDO	Priority for job creation/location, priority for brownfields grants, priority for conduit tax exempt bond program and strategic funds, Neighborhood Assistance; focus of community education strategy	Priority for job creation/location, priority for brownfields grants, priority for conduit tax exempt bond program and strategic funds, Neighborhood Assistance; focus of community education strategy	Limited Focus	Promotion of agribusiness

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	Level 1 Investment Areas (Brownfields and TDR Receiving Zones)	**Level 2 Investment Areas**	**Level 3 Investment Areas**	**Level 4 Investment Areas**
Housing	LIHTC HDF HOME LNYW CDBG ARP CLT/DoR Green Housing Pilot	LIHTC HDF HOME LNYW CDBG ARP CLT/DoR Green Housing Pilot	Limited LIHTCs Limited HDF Limited HOME CDBG – *existing housing only* DoR – *existing housing only*	CDBG – *existing housing only* DoR – *existing housing only* Rural Community considerations – *see below*
DNREC	Highest priority (point) for sewer funding, grants for parks acquisition & development, greenways & trails grants, highest priority for recycling grants	Sewer funding, grants for parks acquisition & development, greenways & trails grants, open space preservation, recycling grants	Community septic, open space preservation	Septic, open space preservation

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	Level 1 Investment Areas (Brownfields and TDR Receiving Zones)	**Level 2 Investment Areas**	**Level 3 Investment Areas**	**Level 4 Investment Areas**
Education	Top priority for school sites, co-location of services (e.g. libraries)	Expedited approval for schools, charters, co-location of services	Limitations on charters and new schools	No charters or new schools
Agriculture	Highest priority for community and urban forestry	Community and Urban Forestry	Tarteted Agriculture Preservation and Community Forestry	Highest priority for Farmland Preservation
Office of Safety and Homeland Security	Enhanced policing (grants, bike cops, satellite offices, priority for locating future facilities). Top priority for locating EMS services	Focused measures to reduce response time.	Long-range planning but no near-term investment	Kent/Sussex pay for additional coverage
DHSS	Highest priority (points) for drinking water funding	Highest priority (points) for drinking water funding		

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	Level 1 Investment Areas (Brownfields and TDR Receiving Zones)	**Level 2 Investment Areas**	**Level 3 Investment Areas**	**Level 4 Investment Areas**
Other	Top priority for location of state services including libraries; enhanced funding for library services; Tax increment financing (TIFs) and development districts	High priority for location of state services, buildings; TIFs; development districts	Long-range planning but no near-term investment	

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Absorption Analysis

Of the Draft Update of the
Strategies for State Policies and Spending
Using the
2002 Land Use/Land Cover Data
And The
2003 Delaware Population Consortium Projections Series

Overview

The draft *Strategies for State Policies and Spending* update allows more than enough room to accommodate expected population and household growth in all three counties through 2030, according to an Absorption Analysis of the areas preferred for growth in the draft *Strategies* update. The absorption Analysis uses data on existing land use in 2002 and the *2003 Population Projections Series* from the Delaware Population Consortium.

This analysis was undertaken as a "reality check," matching the draft *Strategies* against recent land use and land cover data to ensure that it does not overly restrict the potential for the development needed to meet the projected household growth for the next several decades. The analysis measures the amount of undeveloped but buildable land within the areas preferred for growth in the draft *Strategies* and takes into consideration the need for commercial, recreational, transportation, and utility development to support new residential development.

In Kent County, according to this analysis, there would be almost seven times as much land available in the areas preferred for growth in the draft *Strategies* as would be needed to meet projected household growth through the year 2030 at an average density of three housing units per acre. In New Castle County there would be more than two-and-a-half times as much land as needed at three units per acre. In Sussex County, there would be almost three-and-a-quarter times as much land as needed to meet projected household growth. (See Table 1)

Table 1
Available versus Needed Acreage, Investment Levels 1, 2 and 3, 2002 - 2030

	Buildable Acres, 2002			Projected Household Growth	Ratio of Available to Needed Land		
	Total	% Residential*	Available for HUs		At 3 HU per Acre	At 5 HU per Acre	At 7 HU per Acre
Kent	42,624	76.70	32,693	14,305	6.86	11.43	16.00
New Castle	55,624	71.06	39,526	46,937	2.53	4.21	5.89
Sussex	71,427	78.88	56,342	45,191	3.74	6.23	8.73
State of Delaware	169,675	74.31	126,085	106,433	3.55	5.92	8.29

*Percent of total expected to be developed as residential, based on existing land use patterns.

Three units per acre is a relatively low density typical of a medium to large lot subdivision with lot sizes of approximately 14,500 square feet. In the areas preferred for growth in the draft *Strategies,* average densities are traditionally higher.

At the still moderate density of five units per acre, characterized by a mix of higher, medium or lower density residential development with average lot sizes of 8,700 square feet, the analysis shows that there would be more than eleven times as much available, buildable land as is needed to meet projected household growth in Kent County. In New Castle County there would be more than four times enough land and in Sussex County there would be more than six times as much available, buildable land as would be needed.

At the somewhat higher density of seven housing units per acre – more likely in some of these areas, which tend to be closer to the urban core of the state – the ratios of available land to needed land would be even higher. Seven units per acre would likely include some duplexes,

town houses, condominiums, and apartments, along with single-family lots of an average of approximately 6,200 square feet. These gross densities should be viewed as averages since apartments, townhouses and condominiums require substantially less land per dwelling unit than single-family homes.

This analysis does not take into consideration the likelihood that not all of the new housing units developed to meet projected growth will be built within the areas shown as investment levels 1, 2 or 3 in the draft *Strategies*. The *Strategies* anticipate and allow for growth outside of these areas. There is also the possibility of redevelopment, in which some areas not considered as buildable, but not currently residential – such as old commercial areas – may be redeveloped as residential land and therefore provide additional capacity.

To assume that all of the project household growth would have to be accommodated within these areas is unrealistic. However, as a reality check, this assumption helps test whether or not the draft *Strategies* would be too restrictive.

Data Analysis

This Absorption Analysis consists of a demographic model, a land use/land cover change model, and a comparison between the land/use land cover data and the draft investment levels of the *Strategies for State Policies and Spending*.

Data from the Delaware Population Consortium's *2003 Population Projections Series*[1] were used to estimate the number of new households that will be needed to meet projected population growth between 2002 and 2030. The Delaware Population Consortium's *2003 Population Projections Series* projects the growth in both population and households (housing units) for Delaware and each county in Delaware from 2000 through 2030. The Delaware Population Consortium includes analysts from the state, the counties, local governments, the University of Delaware, and the private sector working together, using objective data sources, to produce independent population projections for the state. State law requires the use of this data series in state planning activities.

The difference between estimated households in 2002 and projected total households in 2030 was used to determine the number of households needed to accommodate projected population growth between 2002 and 2030. Each "household," in population terms, can be considered a "housing unit" in land use terms.

According to this analysis, Kent County will need 14,305 new housing units between 2002 and 2030 to handle a projected population growth of 29,840 persons. New Castle County will need 46,937 housing units to handle 100,781 new persons. Sussex County will need 45,191 housing units to handle 94,971 new persons over the same period.

GIS Analysis – Land Uses

Using Geographic Information System (GIS) tools, the amount of land that is buildable, but not currently built-upon was calculated for the areas preferred for growth (Levels 1, 2 and 3) in the draft *Strategies* using Land Use/Land Cover data derived from 2002 statewide aerial photography[2]. "Buildable" land includes agricultural lands, forested areas, and vacant lands.

To determine the percentage of buildable lands that should be considered in calculating new residential acreage, 2002 Land Use/Land Cover data were used to calculate the amount of land that was already built in each county and the percentage of different land uses within those built areas. Percentages were calculated for residential/urban, commercial, transportation/utility, institutional/governmental, and recreational uses.

[1] See http://www.cadsr.udel.edu/demography/consortium.htm
[2] See http://www.state.de.us/planning/info/lulcdata/2002_lulc.htm

In 2002 in Kent County, 76.7 percent of the built lands were in residential development. In New Castle County, 71.06 percent were residential. In Sussex County, 78.88 percent were in residential uses. (See Table 2)

These percentages of residential development were used as a guide to estimate future development patterns. The land availability model uses the assumption that future land development will follow similar patterns as past development and that the ratio of residential to other urban land uses would remain constant as new land is developed. These percentages were applied to calculate likely available lands needed for residential growth in the analysis.

Table 2
Land Use Distributions within Built Areas
2002 Land Use/Land Cover Data

	Kent County		New Castle County		Sussex County		State of Delaware	
	Acres	**Percent**	**Acres**	**Percent**	**Acres**	**Percent**	**Acres**	**Percent**
Res./Other Urban	42,227	76.70	76,625	71.06	63,707	78.88	182,558	74.31
Commercial	4,981	9.05	13,235	12.27	8,650	10.71	27,128	11.04
Transportation/Utility	4,338	7.88	8,370	7.76	3,705	4.59	17,151	6.98
Institutional	1,695	3.08	4,180	3.88	1,622	2.01	7,734	3.15
Recreation	1,811	3.29	5,421	5.03	3,083	3.82	11,088	4.51
Total Built	55,052	100	107,831	100	80,767	100	245659	100

Source: 2002 Delaware land Use/Land Cover Data

Conclusion

The draft *Strategies for State Policies and Spending* update allows more than enough room to accommodate expected population and household growth in all three counties through 2030.

Spatial Data Analysis Approach to Update the *Strategies for State Policies and Spending* Map

Executive Summary

The update of the *Strategies for State Policies and Spending* map was created using a spatial data analysis that balances state, county and local policies that favor growth for different areas of the state with policies that argue against growth. The analysis creates a statewide spatial data set that reflects the combined policies of all levels of government to highlight which areas are most appropriate for growth.

Process

The Office of State Planning Coordination teamed with the University of Delaware's Institute for Public Administration (IPA) to analyze spatial data from state, county and local agencies to create a new map for the *Strategies* update. This analysis combines data sets that depict lands in three main categories:

- Lands that are "out of play"; that is, not available for development or redevelopment,
- Lands for which state and local policies do not favor growth, and
- Lands for which state and local policies do favor growth.

Using Spatial Analyst software from ESRI[1], the team created a state-wide data set consisting of a grid in which each grid cell has one of a range of values reflecting the combination of these three categories of data. The higher scores in the positive range reflect a stronger preference for development. The lower scores in the negative range reflect a stronger preference for open space preservation and management for natural resource and habitat preservation. Lands that are not available for any development or redevelopment were taken out of play. These scores were used to create a draft *State Strategies* map depicting the varying levels of growth preference.

This analysis provided the basis for policy discussions involving state agencies, county governments, and municipal governments. These discussions allowed planners to identify areas of conflict or concern and to identify additional data sets with which to fine-tune the analysis. After several rounds of analysis, discussion and fine-tuning, the draft map was presented to the Governor's Advisory Council on Planning Coordination and the public for review and comment. Additional adjustments were made, based on public comments, and a final version of the map was presented for approval and submission to the Governor by the Cabinet Committee for State Planning Issues. The final version of the map is a vector/shapefile data set.

[1] Environmental Systems Research Institute

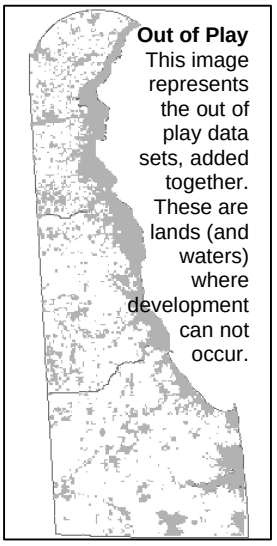
A Note on Data

It is important to note that the update of the *Strategies for State Policies and Spending* map was undertaken using the best spatial data available at the time of the analysis work (fall 2003 through spring 2004). Every effort was made to update data sets where appropriate, but it is the case that some spatial data sets have changed over time and parts of the map, especially in the "out of play" areas, may not directly match contemporary data during the effective life of the document and map[2].

State or local parklands, for example, may be created during the life of the document and map, but might not be shown as "out of play" until the next update of the map. Similarly, agricultural lands for which development rights have been purchased since the publication of the map may not be reflected until the next update.

Lands that are "out of play"

Lands that are not at all available for development or for redevelopment have been clipped out of the analysis and will generally be shown on the draft *Strategies* map in a light gray color[3]. These include publicly-owned lands, lands for which serious legal constraints on development are identified, and lands in some form of permanent open-space protection. A full list of out of play lands and of the sources for spatial data sets for those lands is presented in Table 1.



Out of Play This image represents the out of play data sets, added together. These are lands (and waters) where development can not occur.

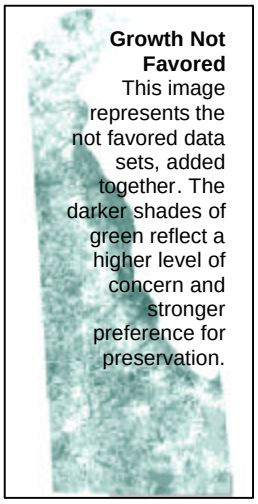
Table 1.
Out of Play Lands

Description	Data Source
Major road and railroad ROWs	DelDOT/OSPC
DelDOT wetland mitigation sites	DelDOT
DelDOT-owned lands (permanent)	DelDOT
DelDOT scenic easements	DelDOT
Dover AFB	OSPC
State, county and local parks	DNREC/Counties
Public owned/protected lands (incl. Federal)	DNREC/Counties
Purchased development rights	Dept. of Ag/Counties
Privately conserved lands	DNREC
Conservation easements	DNREC/Counties
Outdoor Rec. Inventory (ORI), out of play portion	DNREC
NCCo 100% constrained lands (UDC)	New Castle Co.
100-year floodplain (Kent Co.)	DNREC/FEMA
Tidal wetlands	DNREC

Some lands that are in the not favored category (described below) are included as "out of play" lands for New Castle County, based on that county's stringent Unified Development Code (UDC), which identifies some lands as "100% constrained" from development. Similarly, floodplain areas in Kent County have

[2] The *Strategies* document and map are updated every five years.
[3] RGB: 178,178,178; HEX: #b2b2b2

been identified as “out of play” based on Kent County subdivision code constraints on building in floodplains. Floodplains in New Castle County are part of that county’s 100% constrained lands. There are not similar constraints on floodplains in Sussex County.



Growth Not Favored
This image represents the not favored data sets, added together. The darker shades of green reflect a higher level of concern and stronger preference for preservation.

Lands for which growth is not favored

Data sets from various state and local agencies are used to identify lands for which growth is less appropriate. These include data sets that map agricultural preservation districts for which development rights have not been purchased, state-identified resource areas not yet publicly-owned or protected by easement, wetlands not otherwise constrained from development, and areas not identified in county or municipal comprehensive plans as development or annexation areas. A full list of lands for which growth is not favored and of the sources for spatial data sets for those lands is presented in Table 2.

For lands for which several agencies or programs have identified a policy concern, more than one data set may contribute a negative factor to the data analysis. This accumulation tends to reflect a higher level of concern for a particular area and appropriately reflects a stronger preference for open space preservation and management for natural resource and habitat preservation.

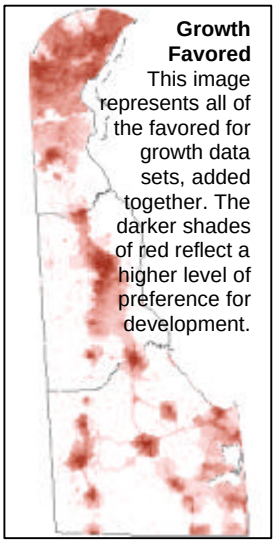
Table 2.
Lands for which growth is not favored

Description	Data Source
Areas outside of development districts	County Comp plans
Floodplain for Sussex Co.	DNREC/FEMA
DelDOT corridor capacity preservation areas	DelDOT/OSPC
DelDOT planning priority area	DelDOT/OSPC
Dover AFB, noise areas/AICUZ	DAFB
Dover AFB - Accident Potential Zones (APZ)	DAFB
Highest value Ag lands (LESA, "very high")	Dept. of Agriculture
Agricultural preservation districts	Dept. of Agriculture
High value working forest lands	Dept. of Agriculture
High-quality forest habitat	DNREC
Non-tidal wetlands	DNREC
100-foot buffer around tidal and non-tidal wetlands	DNREC/WRA
100-foot buffer around riparian corridors	USGS/WRA
State Resource Priorities/Natural Areas Inventory	DNREC
¼-mile buffer around selected historic resource sites	SHPO
Water Resource Protection Areas/Excellent Water Recharge Areas	WRA

Several of the data sets used to identify lands for which growth is not favored are related to the work of the Subcommittee that drafted the Green Infrastructure Strategy Recommendations approved by the Governor’s Advisory Council on Planning Coordination on December 8, 2003. These recommendations include setting a five-year goal to permanently protect 100,000 acres of natural

resources, recreational lands, and working lands and incorporating the Green Infrastructure priorities into the *State Strategy* map update. The map update analysis includes several data sets – including lands identified as natural resource and recreation priority areas, the highest value agricultural lands, high-value habitat areas, and working forest lands – as a direct result of the Green Infrastructure Strategy recommendations.

Lands for which growth is favored



Growth Favored This image represents all of the favored for growth data sets, added together. The darker shades of red reflect a higher level of preference for development.

State and local data sets are also used to identify lands for which there is a preference for growth. These include both high-intensity and low-intensity development districts identified in certified county comprehensive plans, lands within municipalities, certified municipal annexation areas, lands served by (or approved for service by) water and wastewater utilities, and areas that have already been developed (derived from the latest statewide land use and land cover data[4]). A full list of lands for which growth is favored and of the sources for spatial data sets for those lands is presented in Table 3.

As in the portion of the analysis that measures negative factors for growth, it is also possible that several agencies or programs may have identified and mapped the same lands as favorable for growth. The analysis accumulates these preferences into a stronger preference for development. It is also possible that, for areas for which some policies suggest growth and others suggest restricting growth, data inputs tend to cancel one another out.

Table 3.
Lands for which growth is favored

Description	Data Source
Annexation, short-term growth areas	Local Comp Plans
Annexation, long-term growth areas	Local Comp Plans
Future growth areas, lower intensity	County Comp Plans
Future growth areas, higher intensity	County Comp plans
Sewer districts	Counties/Consultants
Water Service (CPCN) areas	PSC/DNREC
Municipal boundaries	OSPC
Built areas (2002 LULC)	OSPC
2-mile buffer around high schools,	Dept. of Education
1-mile buffer around lower and middle schools	Dept. of Education
¼-mile buffer around transit routes (excluding major highways)	DART
Census 2000 Urban Areas (UAs)	Census Bureau
DE State Housing Authority designated sites	DSHA
Active projects layer	Counties

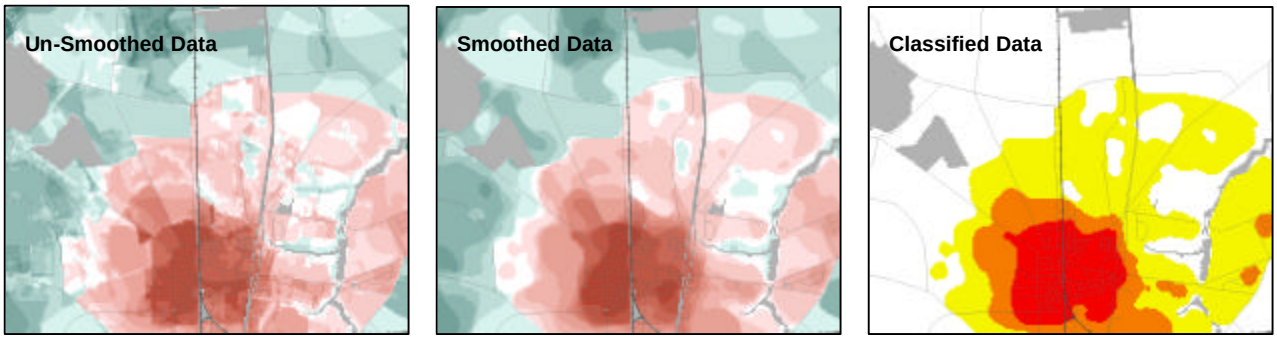
[4] 2002 Statewide Land Use/Land Cover data, published by the Delaware Office of State Planning Coordination (http://www.state.de.us/planning/info/lulcdata/2002_lulc.htm).

Creating a combined data set

To combine these three types of data, the spatial data analysis team converted all input data sets (from all three categories) into matching grid-format data sets made up of 30-meter square grid cells covering the whole state. Cells in each data layer were given a score based on their status as favoring (+1), not favoring (-1), or completely restricting growth (0). The grid layers favoring and not favoring growth were combined using simple addition to produce a composite grid. The layers completely restricting growth were used as a mask to "erase" those areas from the scored grid – to take them "out of play."

Possible scores for the remaining cells in the composite grid range from the negative of the total number of input layers not favoring growth to the total number of input layers which do favor growth. Higher scores indicate areas where growth is relatively more favored, while lower scores indicate areas where growth is relatively less favored.

The resulting statewide grid contains a high degree of variability and, as a result, "speckling." To produce a more readable map, the grid was smoothed using a nine-cell by nine-cell median filter to bring the values of cells adjacent to one another more closely towards a common value.



The cell values of the smoothed grid-based data set were classified into major categories using statistical analysis to find natural breaks within the data set. Positive values were divided into three types of growth-favored investment levels. Level 1, made up of the areas that scored the highest as appropriate for development, is symbolized in red[5]. Level 2, the middle range of growth-favored lands, is symbolized in orange[6]. Level 3, the lands least favored for development, is symbolized in yellow[7]. The remaining values were classified as Level 4, symbolized in white[8]. In the final, vector, version of the data set, no polygons exist for areas in Level 4; Level 4 is simply the balance of the state not otherwise shown as being in Levels 1, 2 or 3 or in the "out of play" category.

[5] RBG: 245,0,0; HEX: #f50000
[6] RGB: 245,122,0; HEX: #f57a00
[7] RGB: 245,245,0; HEX: #f5f500
[8] RGB: 255,255,255; HEX: #ffffff

Creating a Polygon Data Set

For ease of use by state and local government agencies, the public, and the development community, the digital data version of the *Strategies* map is published as a vector data set, rather than as a raster data set. The composite grid was processed, based on the classification scheme noted above, into a data set in which the various investment level areas are represented by polygons, rather than groups of coded grid-cells. The polygons representing lands in Investment Level 4 were removed, to simplify the data set. Much of this land would fall into the "out of play" category. This data set was clipped to conform to the state boundary and trimmed to meet the shorelines of water bodies and the non-grid boundaries of major "out of play" lands. Each polygon carries a "level" attribute identifying which investment level it represents.

Overlay Zones

The draft *Strategies* map includes three overlay zones, the Environmentally Sensitive Developing Area (which applies only in Sussex County), an Area of Dispute, and an Area of Study.

The Environmentally Sensitive Developing Area, symbolized using red cross-hatching[9], is incorporated into the draft *Strategies* as an overlay zone from the Sussex County Comprehensive Plan. This overlay zone was made part of the county's Comprehensive Plan in recognition of the environmental sensitivity of this area and of the strong development pressures at play in eastern Sussex County.

The Area of Dispute, symbolized using grey cross-hatching[10], reflects an area of southern New Castle County that the Town of Smyrna has moved to annex. Because the portion of the Town's Comprehensive Plan reflecting that annexation proposal was not certified by the state, the state does not recognize the annexation. Because a lawsuit was in the judicial process at the time of the approval of the State Strategies, this area has been shown as an Area of Dispute, to recognize this legal dispute.

The Area of Study, symbolized using grey cross hatching[11], reflects a portion of northern Sussex County, adjacent to the City of Milford, which the City is considering as an annexation and growth area. The state is also considering this area as part of a possible future highway corridor. Therefore, the state and the City have agreed to continue studying the issues in this area, without settling on a definitive Investment Strategy at the time of the approval of the Strategies.

[9] Line Fill. Width: 0.5. Color: Red (RBG: 245,0,0; HEX: #f50000). Angle: 45. Offset: 0. Separation: 3.
[10] Line Fill. Width: 0.5. Color: Grey (RBG: 130,130,130; HEX: # 828282). Angle: 45. Offset: 0. Separation: 3.
[11] Line Fill. Width: 0.5. Color: Grey (RBG: 130,130,130; HEX: # 828282). Angle: -45. Offset: 0. Separation: 3.

Green Infrastructure of Delaware Maps

The Green Infrastructure of Delaware maps, created by a Subcommittee of the Governor's Advisory Council on Planning Coordination and used as data inputs in this analysis, are included in the draft *Strategies* document as separate maps showing green infrastructure focus areas for croplands, forest lands, and natural resources and recreation lands.